

# **United Way of Eastern Maine**

Serving Hancock, Penobscot, Piscataquis, Waldo & Washington Counties

## **Resource Map**

## &

## **Community Engagement Project**

## **PHASE 1 REPORT**

## August 2016

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### Acknowledgements

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### **Executive Summary**

The mission of United Way of Eastern Maine (UWEM) is to *improve the lives of people in Eastern Maine by mobilizing the caring power of people and communities.* The goal over the next five years is to harness that power to reduce poverty and build healthy, thriving communities.

This report summarizes findings from Phase 1 of a three phased assessment process and is intended to serve as a working document to inform the UWEM Community Impact Committee and Board of Directors as they develop strategic funding priorities for the FY 18 grantmaking cycle.

During Phase 1, researchers examined over 20 needs assessments completed in the UWEM service area over the past five years and began to identify and engage with other key stakeholders, including foundations, large health and human service nonprofit providers, and statewide organizations documenting need to inform public policy.

#### **Key Needs**

Key informant interviews, community needs assessments, and data reports indicated the following primary needs throughout the UWEM service area:

- Poverty
- Childcare/high quality childcare
- Grade level proficiency in math and English
- Employment opportunities
- Affordable rental housing

- Food security/access to healthy foods
- Obesity
- Drug/alcohol abuse
- Basic Needs (ex. food and utility assistance)
- Transportation

• Home repairs and maintenance

### **Summary of Needs**

- With a few exceptions, the five county area has slightly less youth, predominantly more elderly, more persons with disabilities, and more persons living in poverty than the state average.
- Education
  - Early child care has been identified as a need, and several counties in Eastern Maine fall behind the state average in enrolling in the Maine Quality and Improvement Rating system for the state.
  - Fourth grade reading and eighth grade math proficiency rates are lower in Maine than in New England.
  - The percentage of youth ages 16-19 not enrolled in school or in the labor force is higher in all five Eastern Maine counties than the state average.
  - Maine is on par with national averages, but lags behind New England in post-secondary educational attainment.
  - Students in Maine from lower income households graduate at lower rates and are less likely to reach grade level proficiency than students from higher income households.

#### Income

- The median income for all five counties of Eastern Maine falls below the median income for the State of Maine.
- Although homeownership is affordable to the majority of households, there are severe issues with the housing stock and homeowners struggle to pay for home repair, maintenance, and utilities.
- Rental housing is unaffordable for the majority of residents in the five county UWEM service area.
- The percentage of people living in poverty is higher than the state average in four of the five UWEM counties.
- Small businesses of one to four employees, employ up to one-third of the workforce in several UWEM counties.
- Health
  - The top two health issues listed in all five counties include obesity and drug/alcohol abuse.
     Other prominent health issues include mental health and depression.
  - The top two health factors in all five counties are poverty and lack of employment. Other prominent health factors include health care insurance, health literacy, and transportation.

### **Other Grantmakers and Key Stakeholders**

- As the largest private funder of health and human service agencies in the five-county area, UWEM has the potential to leverage other funding to create greater impact in income, education, and health.
- Through the annual fundraising campaign, UWEM has access to local businesses, nonprofits, and individuals in a way that is unique among other funders in the region.
- Though Maine-based foundations and corporations represent just under a third of all grantmakers with historical commitments in the UWEM service area, they provided over three-fourths of the total amount of grants awarded for education, income, and health services over the past five years.
- There is interest among other grantmakers and community agencies to work with UWEM on systems development and shared outcome measures.

### Background

### **United Way of Eastern Maine**

For nearly 80 years, United Way of Eastern Maine (UWEM) has worked in Hancock, Penobscot, Piscataquis, Waldo and Washington Counties to improve the lives of people in Eastern Maine by mobilizing the caring power of people and communities.

Today, United Way of Eastern Maine is the largest private funder of education, income, and health services in the five-county area.

Over the past five years UWEM has provided over \$8.1 million in grants to nearly 60 non-profit agencies working throughout the service area. During its most recent funding cycle (FY 16), UWEM awarded \$690,296 to support 54 programs in 34 agencies. *Chart 1* illustrates these distributions to improve education, income, and health by county. UWEM strategic priorities include:



- Education: Helping People Achieve Their Potential
- Income: Promoting Financial Stability and Independence
- Health: Improving People's Health and Well-being
- Safety Net: Supporting People's Immediate Needs in Times of Crisis

As shown in *Chart 2*, nearly half of FY16 funding supported educational programs such as early



childhood development and education, afterschool programming and school/community based mentoring for at-risk youth. The remainder was nearly evenly allocated to support income and health services. Income services include family literacy, family selfsufficiency, homelessness, and domestic violence. Health services include prevention education, aging-in-place for older adults, and food security.

Historically, UWEM has not tracked grant funds supporting education, income, and health initiatives that are dedicated to safety net services. This has emerged as a key recommendation for Phase 2 assessment activities. UWEM is currently quantifying grant funds distributed over the past three years that meet the criteria for safety net services. This data will be presented in the Phase 2 report and will guide the Board in setting priorities and allocating 2018 grant funds.

While grantmaking will always be a core function of UWEM, the agency has also expanded to provide leadership for collaborative initiatives and to strengthen volunteerism among community members. These activities bring together human, financial, and strategic resources to help create the building blocks for a better life.

### **Service Area**

The UWEM service area (Hancock, Penobscot, Piscataquis, Waldo and Washington Counties) is home to 22% of Maine's population and encompasses 40% of Maine's geographic area. The service area has 14,300 square miles of land – a geographic region greater than the states of Vermont and Rhode Island combined.

With an estimated total population of 295,062 people in 2015, Eastern Maine is a region filled with outdoor adventures, bustling historic town centers, great business success stories, and its own unique set of community challenges and needs. While there are many municipalities with dense populations along the coast, much of the service area is also rural and spread out. The U.S Census (2015 population estimates and 2010 community characteristics) reports an average of 20.5 people per square mile, compared to 37.6 in the State and 84.7 in the U.S.



As shown in Chart 3, the population per square mile varies greatly among the five counties, presenting unique challenges to addressing needs throughout the service area. Communities surrounded



and separated by natural beauty, combined with Maine's relatively harsh winters and aging populations have different needs than those of the coastal communities.

### Purpose

The last two years can best be described as a time of change for UWEM. A lagging economy, closure of two of the top ten campaign workplace partners, and a competing campaign at a third workplace resulted in an annual campaign that fell short of the financial goal. This was particularly difficult since grant funds available for partner service agencies are dependent upon the amount of funding raised during the campaign. To mitigate the shortfall in FY15, UWEM worked closely with funded partner agencies to collectively issue a "re-appeal" to area businesses, foundations and individual donors and to host a special event/auction that resulted in nearly \$100,000 in new money.

With these efforts, UWEM was able to fund over fifty of the best health and human service programs in the five county area and maintain safety net services to address food security, financial stability and heating assistance.

UWEM was still, however, forced to scale back the annual allocations by ten percent. While quite sobering, these events served as a catalyst for the Board and staff to ensure our organizational structure and strategic plan adapt to and keep pace with our environment.

Over the past year, the UWEM Board and staff have engaged in strategic discussions about community impact priorities and corresponding resource development efforts. While UWEM's workplace campaigns will continue to comprise the bulk of organizational revenue, the Board recognizes that the fundraising strategy must evolve to increase the size and diversity of our revenue sources - both financial and in-kind. With this in mind, UWEM considered the following:

- How can UWEM reinvigorate its annual campaign?
- How can UWEM leverage resources to improve broader community level outcomes?
- How can UWEM maximize significant resources of in-kind donations from volunteerism?

Evolving its role to become what the community requires to respond to the most pressing issues, UWEM has the opportunity to engage more people, raise awareness of the issues, and activate its cross-sector network of partners to begin to create long-term, sustainable change together.

Guided by a volunteer advisory team, UWEM has designed a three-phased, multi-pronged Resource Map & Community Engagement Project. This approach is a logical progression of the steps UWEM has taken over the past several years to move closer to its vision of working with communities *as a trusted catalyst for meaningful and lasting change that improves the lives of people in our region*.

Data collected during Phase 1 identified key community needs and gathered preliminary data on the location and distribution of resources. Phase 2 will continue to identify community resources, quantify distribution of funding to support identified needs, and gather feedback from stakeholders to assist in the prioritization of community needs. This information will support the UWEM Board in establishing Bold Goals and prioritizing the distribution of resources moving forward. Phases 1 and 2 will also lay the groundwork for UWEM to lead a Collective Impact initiative to address emerging and chronic issues with a range of partners throughout our service area in a comprehensive manner over the next five years.

### Methodology

What began as a traditional needs assessment evolved over the past six months to a three-phased resource map and community engagement project. Resource mapping was used to:

- Research, identify, and analyze needs assessments and data reports related to the UWEM service area and strategic priorities
- Profile Maine based funders that have invested resources in education, income, and health in the UWEM service area
- Interview key community leaders to help provide perspective on the information gathered

Mapping is a process that requires strong partnerships, clear goals, good communication, commitment to collecting relevant data and analyzing the data for gaps and overlaps, on-going evaluation to ensure continuous improvement, and strategic actions based on the information learned.

The plan presented as *Table 1* below details proposed strategies for each of three phases into three key areas: 1) Resource mapping; 2) Community engagement; and 3) Collective impact.

Phase	Resource Mapping	Community Engagement	Collective Impact
<b>Phase 1</b> Mar - Jun 2016	<ul><li>Summarize needs</li><li>Profile Other Funders</li></ul>	<ul> <li>Identify &amp; Engage Stakeholders</li> </ul>	Draft Bold Goals
<b>Phase 2</b> Jul 2016 - Jun 2017	<ul> <li>Expand Funder Profiles</li> <li>Analyze 211 Call Center Data</li> <li>Assess Percentage of Funds to Support Basic Needs</li> </ul>	<ul> <li>Conversations with Stakeholders to Prioritize Issues</li> <li>Survey UWEM Partners on Common Outcomes</li> </ul>	<ul> <li>Draft Bold Goals</li> <li>Implement Community Investment Process &amp; Application</li> <li>Finalize Bold Goals</li> </ul>
<b>Phase 3</b> 2017 - 2020	<ul> <li>Establish UWEM as a Data Clearinghouse</li> </ul>	<ul> <li>Increase Volunteerism</li> <li>Grow Campaign Revenue</li> <li>Secure Grant Funding</li> </ul>	<ul> <li>Develop Common Goals &amp; Outcome Measures</li> <li>Establish UWEM as a Coordinating Agency</li> </ul>

### Table 1: Resource Map and Community Engagement Phases

This working document summarizes Phase 1 activities completed from March to June of 2016 in support of the following goals.

- To summarize collective knowledge about community need across sectors
- To identify and begin to profile key stakeholders and systems impacting that need
- To begin dialogue with stakeholders on common needs, goals and outcomes
- To identify draft potential Bold Goals

The UWEM Board of Directors and the Needs Assessment Advisory Team, comprised of decisionmakers from a range of organizations with an array of expertise, met routinely to guide development of this project, review results, and offer feedback on next steps.

### **Needs Assessment**

To complete the needs assessment portion of this report, UWEM identified community needs assessments and data reports completed in the region over the past five years. This resulted in 30 community assessments and data reports identified and 20 selected for analysis based on the following criteria for inclusion.

- Completed since the last UWEM community needs assessment in 2011
- Focused on UWEM strategic priorities: Education, Income, and Health
- Included county level data, or if unavailable, provided insight into the UWEM strategic priorities

After the first review two additional types of reports were added:

- Housing data, to help inform the Income strategic priority
- Information about seniors to better understand a significant proportion of the population

Each assessment and data report was reviewed for focus, purpose, method, and findings and categorized into five areas: 1) comprehensive, 2) health, 3) income, 4) education, and 5) seniors. Common themes were identified throughout. See *Appendix A* for a complete list of references.

To understand the people and the economy within the UWEM service area, this report explores demographic data along with economic health of the region.

### **Demographics**

The demographic review included an analysis of four indicators to compare across the five counties and to state averages. The indicators chosen included:

- Youth under the age of 18
- Adults over the age of 65
- People with disabilities under the age of 65
- People living in poverty

Examining this demographic information provides an understanding of how the population in Eastern Maine compares to the population across the state. Based on the data, with few exceptions, the five county area has slightly less youth, predominantly more elderly, more people with disabilities under the age of 65, and more people living in poverty than the state averages. *Table 2* provides the data for each of these indicators by county and for the State. Numbers above state averages are bolded.

Indicator	Hancock	Penobscot	Piscataquis	Waldo	Washington	Maine
Youth < 18	17.4%	18.7%	17.7%	18.9%	19.7%	19.5%
Elderly People > 65	21.5%	16.5%	23.6%	22.0%	19.7%	18.3%
People with Disabilities <65	11.6%	13.7%	18.2%	11.9%	15.2%	11.6%
People Living in Poverty	12.9%	18.0%	20.3%	15.0%	18.5%	14.1%

Table 2: Key Community Demographics (Source: U.S. Census, ACS v2014)

The percentage of youth living in the five counties is similar to the overall state percentage, except in Hancock and Piscataquis Counties, which have approximately 2% less youth than is typical statewide. People over the age of 65, however, comprise a larger percentage of the population in the UWEM service area, exceeding the state average by up to four and five percentage points in Waldo and Piscataquis Counties. Of note is the higher percentage of people under age 65 living with a disability in the five counties. Compared to the state average of 11.6% of the population under the age of 65 with a disability, all the counties in the UWEM service area meet or exceed the state average.

Each UWEM county, except for Hancock County, has a higher percentage of people living in poverty than the state average. Statewide, 14.3% of the population lives in poverty, but in Penobscot and Washington County the poverty rate is 18.0% and 18.5% respectively. In Piscataquis County one in five people, or 20.3% of the population lives below federal poverty guidelines.

### **Economic Health**

The Maine Development Foundation and the Maine Economic Growth Council create an annual report called the Measures of Growth Report. This report serves as a report card on Maine's economy and assesses identified indicators most relevant to Maine's long-term economic growth. Each indicator is assigned a benchmark and progress is measured against it each year. Maine is compared to itself, New England, and the U.S over time. The report provides statewide data only – no county level data is available. Gold stars and red flags are given by Consensus of the council based on data and experienced perspective of their Council members. Gold stars indicate very high national standing and/or establishing a trend toward significant improvement. Red flags indicate very low national standing and/ or establishing a trend toward significant decline.

In 2015 Maine made progress on four indicators and received gold stars for the: Cost of Doing Business, Cost of Energy, Air Quality, and Water Quality. The report also indicated five red flags, or areas in need of attention, including: Wellness and Prevention, Research and Development Expenditures, High Speed Internet Subscribers, Transportation Infrastructure, and Fourth Grade Reading Scores. In 2016 the Measures of Growth report indicated some of the same gold stars and red flags as in 2015, and also included some new ones. The report continued to identify Cost of Doing Business, Air Quality, and Water Quality as gold star areas. The Cost of Energy, which received a gold star in 2015 remained stagnant. Maine also made progress in Employment (nonfarm payroll jobs) and Housing Affordability. The red flags identified in 2016 continued to include Research and Development Expenditures, Fourth Grade Reading Scores, and Transportation Infrastructure, but also added Post-Secondary Educational Attainment, and Eighth Grade Math Scores. Additionally, Maine lost ground on Gross Domestic Product, Value Added per Worker (output per worker), Workforce (size), Gender Income Disparity, and Food Security.

As summarized in **Table 3**, Transportation Infrastructure was identified as a red flag two years in a row. Given the rural nature of the state, and the UWEM service area specifically, this impacts the way people live, work, learn, and access services. Inadequate infrastructure in a rural area can lead to isolation by impeding people's ability to go to work, school, shop, access resources, and integrate into their community. The report also indicates that educational achievement and attainment worsened from 2015 to 2016 as Fourth Grade Reading Scores were identified as red flags for both years and in 2016 Eighth Grade Math Scores and Post-Secondary Educational Attainment were added.

 Table 3: Measures of Growth Red Flags identified in 2015 and 2016 (Source: Maine Development Foundation, 2016)

Red Flags 2015	Red Flags 2016		
Transportation Infrastructure	Transportation Infrastructure		
Fourth Grade Reading Scores	Fourth Grade Reading Scores		
Wellness and Prevention	Eighth Grade Math Scores		
Research & Development Expenditures	Post-Secondary Educational Attainment		
High Speed Internet Subscribers	Research & Development Expenditures		

The Measures of Growth report suggests strategies for addressing red flags to help put Maine on a path to prosperity. Some of these strategies are discussed in the following sections.

### Education, Income and Health

The research indicates that the UWEM strategic issue areas of education, income, and health are intricately intertwined. The Virginia Commonwealth University collects data on ways that key education and income social determinants impact health and notes:

Much of what influences our health happens outside the doctor's office--in our schools, workplaces and neighborhoods. Education and income are prime examples of how factors outside the health care system have a measurable impact on our health. Low education rates and inadequate income translate directly into premature death, more disease, and more money spent. Prioritizing education and economic opportunity is an important strategy to save lives, improve health, and reduce spending on avoidable illnesses.

The following sections of this report explore the UWEM strategic issue areas: Education, Income, and Health.

### Education

The Measures of Growth report suggested proven strategies to address the educational red flags. These include "alleviating foundational issues such as poverty and food insecurity, and continued investment and improvement in early childhood and K-12 education, can help to improve Maine's performance and prepare young people for success," (Measures of Growth 2016: Performance Measures and Benchmarks to Achieve a Vibrant and Sustainable Economy for Maine. Maine Development Foundation).

Similarly, the introduction to the Educate Maine2016 Indicators Report states: "Educational success necessitates starting investment early and providing multiple pathways for students to gain skills and experience throughout life," (Education Indicators for Maine 2016 Report, Educate Maine, 2016). Based on recommendations from both of these sources, the researchers explored education at various age levels throughout Maine, with a focus on Eastern Maine where available.

### **Early Childhood Education**

In order for families to work, childcare is essential. High quality childcare can be the bedrock of future success for the child and provides the foundation to climb out of poverty. As one of the participants in the key informant interviews explained, *Child poverty is the biggest barrier to reaching success*. In the report, "Path to a Better Future: The Fiscal Payoff of Investment in Early Childhood Development in Maine", Philip Trostel notes:

High quality early childhood education lays the foundation for Maine students' future academic success and is a strong predictor of the future prosperity of our state.
Longitudinal studies show that children who attend quality preschool programs are less likely to require special education, become a teen parent, commit crimes and are more likely to graduate from high school and go to college. High quality early childhood education is a wise investment for our communities and our state. For every dollar invested in early learning, there is more than a seven-dollar return.

The standard for measuring quality childcare in Maine is the Quality Rating and Improvement System (QRIS). Quality for Maine is a four-step program designed to increase awareness of the basic standards of early care and education, to recognize and support providers who are providing care above and beyond those standards, and to educate the community of the benefits of higher quality care. Quality for Maine has three goals:

- To recognize child care programs that provide quality care
- To encourage providers to increase their level of quality care
- To provide parents with identifiable standards of quality care

The system evaluates two types of childcare providers: family child care providers and center based providers.

- Family child care providers are typically smaller, have a home-like environment, with fewer children (typically 3 to 12 children), and mixed age groups
- Center based providers have more staff, larger facilities, more children, and provide a more school-like, curriculum-based environment, that separates children by age groups

**Table 4** summarizes the number of licensed family child care providers and center based providers by county and for the state of Maine and notes the percentage of licensed providers enrolled in the QRIS rating system. The percentages of providers enrolled that fall below state averages are bolded.

Table 4: Child Care Provider Overview (Source: Quality for ME, 2016)

Geographic Area	Licensed Far Care Prov	-	Licensed Center Based Providers	
	# Licensed	% QRIS	# Licensed	% QRIS
Hancock	39	31%	33	49%
Penobscot	94	34%	68	71%
Piscataquis	10	60%	10	50%
Waldo	35	46%	23	61%
Washington	15	67%	13	54%
Maine	1065	42%	739	63%

While some counties exceed state averages in the percentage of licensed providers that are enrolled in QRIS, several counties fall below state averages for both family child care providers and center based providers. Even once enrolled, few providers have reached the highest rating level of care. To improve the quality of early childhood education in the state of Maine, providers could be encouraged to not only enroll in the QRIS system, but work to achieve the highest rating. According to both Educate Maine and the authors of the Measures of Growth Report, this would provide a "higher return on investment" for improving lives in Maine (Measures of Growth, Maine Development Foundation, 2016).

### **Primary and Secondary Education**

"The National Assessment for Educational Progress (NAEP) is the largest nationally represented and continuing assessment of what America's students know and can do in various subject areas. Testing focuses on students in grades four, eight and twelve or students at ages 9, 13, or 17 years of age. These grades and ages were chosen because they represent critical junctures in academic achievement," (National Assessment for Educational Progress, 2016). Data below reviews Maine's annual progress on these grade levels which is compared to New England (Massachusetts, Connecticut, Rhode Island, Vermont, New Hampshire and Maine) and the U.S. averages.

Fourth grade reading scores in Maine, while similar to U.S. rates, continue to lag behind New England. As explained in the Measures of Growth Report, fourth grade is the transition from *learning to read* to *reading to learn*. "If students are struggling with reading in fourth grade, they are likely to struggle with learning and other challenges in the years ahead. Fourth grade reading scores reflect early childhood development and are an indicator of future outcomes, both positive and negative." As shown in *Table 5*, in 2015, Maine fourth graders were on par with their peers across the nation in reading at grade level (35% and 36% respectively), but lagged behind their peers throughout New England, where 43% of fourth graders read at grade level.

Both the U.S. and Maine also failed to keep pace with New England in eighth grade math scores in 2015. In New England, 40% of eighth graders were proficient in math, while only 35% in Maine and 32% nationwide were able to demonstrate proficiency.

Table 5: 2015 Grade Level Proficiency in Maine, New England and the U.S. (Source: Measures of Growth,Maine Development Foundation, 2016)

Indicator	Maine	New England	U. S.
4 <sup>th</sup> Grade Reading Proficiency	36%	43%	35%
8 <sup>th</sup> Grade Math Proficiency	35%	40%	32%

As explained in the 2016 Measures of Growth Report: "Math skills are vital in today's society and work environment, particularly in STEM (science, technology, engineering, and math) industries, which are expected to continue to grow in the years ahead. Eighth grade math scores reflect skills in algebra, a foundational skill. Students who are proficient in math tend to be better prepared for college and require fewer remedial math classes," (Measures of Growth, Maine Development Foundation, 2016).

Maine, however, is in line with New England in high school graduation rates with an average of 87% of Mainers graduating from high school compared to 86% across New England. However, many graduate without reaching grade level proficiency, especially in lower income populations.

Chart 4 demonstrates the impact of income on grade level proficiency and graduation rates. The chart compares twelfth grade proficiency in math and reading and graduation rates by household income, defined by those who are eligible for free and reduced lunch and those who are not. "Children are



eligible for subsidized food in public schools if they are living in households earning 185% of the poverty level or less. In dollar terms, this is \$44,863 for a household of four," (Educate Maine, 2015).

Students from lower income households are only 32% proficient in math and reading at graduation compared to students from higher income households, of which 57% are proficient in math and 55% in reading. Likewise, graduation rates differ by income with only 78% of students from lower income households graduating, compared to 95% from higher income households.

#### **Post- Secondary Education**

While on par with 2014 national averages, post-secondary educational attainment in Maine is lower than in New England; 45% of New Englanders have obtained some form of post-secondary education, compared to 39% of Mainers and 38% nationwide. According to the Measures of Growth report, "Higher levels of education are associated with reduced unemployment and social spending, as well as increased productivity, earnings, workforce participation, and state and local tax revenue." After high school there are "alternative educational options, such as professional certifications, licensures, workplace competencies, and digital badging which demonstrate particular skills or knowledge. Apprenticeships are another means of providing valuable training and skill development. "(Measures of Growth, Maine Development Foundation, 2016).

An analysis by the Carsey Institute, based on the 2014 American Community Survey, found that the percentage of youth aged 16 -19 who are not in school or the labor force was higher than the state average in each of the UWEM counties. **Chart 5** shows county-specific percentages of youth aged 16-19 not in school or the labor force.

#### Income

The UWEM service area has a higher percentage of people living in poverty than the state average. Federal Poverty Guidelines are based on household size. A single person household living in poverty earns \$11,670 or less. A family of four earns





\$23,850 or less. *Chart 6* shows the percentage of the population living in poverty in each of the five counties based on 2014 data from the U.S. Census.





Given the poverty rates above, it is not surprising that the median income for all five UWEM counties also falls below the median income for Maine (\$50,703). Chart 7 summarizes the median income for each of the five counties and for the state of Maine.



Chart 7: Median Income (Source: MaineHousing, Housing

### Facts 2015)

#### Housing

Income ties directly to housing and the ability to buy or rent a home.

As shown in Chart 8, the percentage of the population unable to afford the median home price is lower than the State of Maine in four of the five UWEM counties. This suggests that home prices are affordable throughout the five county area and the majority of households are able to afford the median home price.





Despite the ability to buy a home, the quality of the housing stock suffers in many rural areas. According to the needs assessment conducted by the Community Action agencies that serve the UWEM service area (Hancock, Penobscot, Piscataquis, Waldo, and Washington) and interviews conducted for this research, there are severe housing problems and a need for home repair throughout the region. Poor construction and

little to no insulation causes soaring heating costs. Assistance to pay for heating and other utilities was consistently identified as a need. A key challenge for those who cannot purchase a home, for a variety of reasons, is that renting is simply out of reach. As detailed in *Chart 9*, more than half, and in some counties over 60%, of the population cannot afford to rent the average two-bedroom apartment.

Affordable housing was discussed in the interviews as concerns for many residents of Eastern Maine - a finding also supported by the Community Action agency needs assessments.

#### Jobs and Small Businesses

Employment and job scarcity were also mentioned as needs in several interviews conducted as part of this research and in the needs assessments conducted by the Community Action agencies.

Interestingly, a specific type of small business plays a large role in employing much of the workforce throughout Maine and in the UWEM service area. This type of small business is referred to



as a micro-business. Microbusiness entrepreneurs, as defined by the University of Maine Cooperative Extension, may or may not have employees. Those who do would only employ up to four employees.

As shown in **Chart 10**, one in four people in Piscataquis County is employed by a small

business and one in three in Washington (32.1%), Hancock (31.9%), and Waldo Counties (31.3%).

The majority of these small or micro-businesses are single entrepreneurs, but many have other employees as well. This is represented in *Table 6* which provides a summary of these type of small businesses and the number of people they employ by county.

Table 6: A Summary of Micro-businesses and Jobs by County (Source: University of Maine Cooperative)
Extension, Maine Microbusinesses and Employment Levels by County, 2013)

Indicator	Hancock	Penobscot	Piscataquis	Waldo	Washington	Maine
Total Number of Small Businesses (<4 employees)	8,951	11,326	1,452	4,385	4,166	132,462
Total Number of Jobs from Small Businesses (<4 employees)	11,381	14,746	1,894	5,414	5,004	170,049

### Health

The Community Health Needs Assessment led by Eastern Maine Healthcare Systems (EMHS) as part of the Shared Community Health Needs Assessment, researched health data and interviewed healthcare providers and other stakeholders to determine the top five health issues by county and throughout Maine. As indicated in **Table 7** the five counties in the UWEM service area all indicated obesity and drug/alcohol abuse (bolded) as one of the top five health issues facing their community. Other prominent health issues included mental health and depression.

Table 7: Top Health Issues by County (Source: Community Health Needs Assessment 2016, Eastern Maine	
Healthcare Systems)	

Hancock	Penobscot	Piscataquis	Waldo	Washington
Obesity	Drug/Alcohol Abuse	Obesity	Obesity	Drug/Alcohol Abuse
Drug/Alcohol Abuse	Obesity	Depression	Drug/Alcohol Abuse	Obesity
Diabetes	Physical Activity/ Nutrition	Drug/Alcohol Abuse	Mental Health	Tobacco Use
Physical Activity/ Nutrition	Mental Health	Respiratory Disease	Depression	Mental Health
Depression	Cardiovascular Disease	Mental Health	Tobacco Use	Cardiovascular Disease

The Community Health Needs Assessment also identified the top five health factors, or social determinants of health, in each county. These are the factors that contribute to the health and well-being of an individual. As shown in **Table 8**, poverty and employment (bolded) were identified as key health factors in all five of the UWEM counties. Other important issues identified included health insurance, health literacy, and transportation.

**Table 8: Top Health Issues by County** (Source: Community Health Needs Assessment 2016, Eastern MaineHealthcare Systems)

Hancock	Penobscot	Piscataquis	Waldo	Washington
Transportation	Poverty	Poverty	Poverty	Poverty
Health Care Insurance	Access to Behavioral Care/ Mental Health Care	Employment	Employment	Employment
Health Literacy	Employment	Transportation	Transportation	Health Insurance
Poverty	Health Care Insurance	Food Security	Health Care Insurance	Access to Behavioral Care/ Mental Health Care
Employment	Health Literacy	Housing Stability	Housing Stability	Health Literacy

The identified health issues and factors noted in **Tables 7 and 8** suggest that poverty and employment, or lack of employment, contribute significantly to the health and welfare of the residents in Eastern Maine. The factors identified here which addressed health directly, including increased access to health insurance and increased health literacy, could be focus points in addressing the top health issues: obesity and drug/alcohol abuse. Further research could be conducted to develop effective strategies to minimize health factors.

### **Barriers to Addressing Need**

To gain deeper insight into the issues facing this region and to begin dialogue with a range of stakeholders, researchers completed in-depth interviews with Executive staff, program staff, and Board members at UWEM, plus representatives from local foundations and organizations that completed a needs assessment in the past five years. This included local providers offering a range of direct services or sub-contracts and statewide agencies reporting data related to education, income, and health to inform public policy and advocacy. Participants in the key informant interviews were asked what they think are the primary barriers to addressing needs in the community. The responses below are represented in italics. They are not direct quotes but summarized from notes taken during the interviews.

#### Results

Based on interview responses to the question above, a few themes emerged. The primary barriers discussed in the interviews to addressing needs in the community are:

- The large, rural geographic area
- The lack of urgency to address rural poverty
- A regional economic shift
- Isolation, especially of aging adult
- The lack of resources and coordination
- Lack of knowledge of existing resources

#### Large, Rural Geographic Area

There is a general feeling that there is a "lack of resources, especially in rural communities. We are underserved and under-resourced in rural states [and there is a] lack of attention by federal sources of support. Large areas of geographic barriers are significant." The rural nature of the service area makes it challenging to access or provide services and the distances between cities and resources increases the cost of delivering services to those who need it most.

#### Lack of Urgency to Address Rural Poverty

One respondent explained, "there's a lack of urgency and interest to address rural poverty or poverty statewide. The highest return would be to address poverty. Income is the key indicator of success. Folks in poverty don't have the opportunity that others do and they have a number of stressors in their lives. [This has led to a] growth of childhood poverty in Maine and more recently deep poverty - less than 50% of poverty." As a result, "many children are starting school with deficits and not prepared to succeed. Young parents are facing too many stressors or not well equipped to be the parents they could be and want to be. [They] don't have the supports that they need to be successful."

#### **Economic Shift**

The region is experiencing a shift in economics, explained another respondent. There is a "loss of employers, [specifically in] manufacturing affecting a workforce that is challenging to re-educate

because many are older and entering last stages of career. [Also the] economic opportunity mismatch leads people to fall into persistent poverty. Not just for those who have lost jobs - also those with small businesses and jobs with no insurance."

Another respondent expressed concern regarding the "lack of employment opportunities and the kind of education or training for what is [available] on the ground and the supports people need to make work a reality."

#### Isolation

The rural nature of the area is especially difficult for seniors, which was noted as a growing population. There is a "high risk of isolation among older adults. The risk of isolation is extremely high as they begin to fail, and especially for those living in rural places. Isolation leads to greater likelihood of depression, and misuse of alcohol or drugs. Disconnection from the community causes them to lose critical social supports that give them structure and purpose. This is the root of many of the challenges and needs. Systems that can be put into place that can minimize the risk of isolation- it will also minimize the other issues. Many of the other issues get resolved when people are actively engaged in their community."

#### Lack of Resources and Coordination

There were numerous comments regarding lack of resources, lack of programs, and lack of funding as well as lack of knowledge about existing programs and resources. Despite concerted outreach efforts by many organizations, there are simply "too many needs and not enough people engaged [and] no follow-through to great conversations about the issues."

As one participant commented, "one thing we uncovered was there are a lot of programs set up to address things but they aren't well coordinated. The right and left hand don't know what they are doing. Coordination of resources is needed."

One participant thought that collectively, they "are getting better at 'silo-busting' working in complex partnerships to address complex issues - but struggle to have infrastructure to work across organizational and sector lines. Do we have the talent and competency and resources to effectively manage these complex partnerships? [Are there] anchor organizations in rural counties [to partner with]? Are we as comfortable following as leading when silo-busting is needed to address the issues? Funders tend to address a single element as a part of funding strategy - but have not gotten good at identifying the sustainable pieces to do that well: leadership development and community development. Communities need this to work effectively together."

#### **Knowledge of Resources**

Regarding the need for knowledge about existing programs, one participant explained that there is a need for "continual ways to communicate services available in a variety of methods. Folks don't pay attention until there's an emergency. Information dissemination is needed in an easy to digest format." This was supported by reports of the use of 2-1-1, Maine's health and human services information and referral system. Even though the populations of Greater Portland and Eastern Maine are relatively similar in number, residents of Greater Portland used 2-1-1 services nearly twice as much as residents of Eastern Maine.

### **Resource Assessment & Community Engagement**

Equally important to an understanding of common needs throughout the service area, as presented in the previous sections, is an understanding of the financial resources and efforts of other key community stakeholders committed to addressing the needs.

To truly create community level change on key indicators, it is imperative that these cross-sector organizations work collaboratively to solve the complex social issues they seek to improve – a process known as Collective Impact. As noted by the Stanford Social Innovation Review in its Winter 2011 article on Collective Impact, "No single organization is responsible for any major social problem, nor can any single organization cure it."

As the largest private funder for education, income, and health services in Hancock, Penobscot, Piscataquis, Waldo, and Washington Counties, UWEM is uniquely positioned to lead a systems change effort that improves community-level outcomes.

Over the past five years, UWEM has effectively managed over \$8 million in grant funding from individual and corporate donations. This commitment represents 31% of the \$26 million awarded in grant funds to the nonprofit sector in the UWEM service area.

### **Other Grantmakers**

During Phase 1, UWEM identified other grantmakers committing resources to the area and began to engage Maine-based grantmakers in conversations about community need, common outcomes and collective impact. During Phase 2, UWEM plans to continue to work with other local grantmakers to better understand their goals and initiatives, identify how they align with those of UWEM, and explore opportunities to collectively improve the impact of grant funding on community-level outcomes.

UWEM reviewed grantmaker profiles from the Foundation Directory Online\* to identify foundations and corporations that provided grants for education, income, or health initiatives in at least one of the UWEM five counties from 2011-2015. The results indicated a total of 60 local, regional,

and national foundations and corporations, with 23% (14) of those based in Maine, including UWEM. *Appendix B* provides a full list of all identified grantmakers.

Though Maine-based foundations and corporations represent just under one-third of all grantmakers with



<sup>\*</sup> Foundation Directory Online is a service of the Foundation Center and is widely considered the industry standard for foundation prospect research. Foundation Directory provides descriptions of grantmakers, including private grantmaking foundations, community foundations, operating foundations, and corporate grantmakers. Principal sources of information are voluntary reports by many grantmakers directly to the Foundation Center and information obtained from public information returns filed each year with the Internal Revenue Service by private foundations. Updated monthly, the directory contains comprehensive foundation profiles that have been verified, coded, and sorted by funding areas.

historical commitments in the service area, they provided over three-fourths of the total amount of grants awarded, as indicated in *Chart 11*.

Given that the majority of grant funds awarded in the UWEM service area are from Maine-based grantmakers, researchers began to profile these local foundations and corporate funders to learn more about them. Funders were placed into two categories: 1) those that have provided grants to UWEM partner agencies funded in the 2015 grant cycle, and 2) those that have funded education, income, and health services provided by other area nonprofits.

### Maine-based Grantmakers Funding UWEM Partner Agencies

Because of their mutual interest in UWEM funded partner agencies, the foundations outlined in **Table 9** have been identified as potential collaborators to discuss strategies to track common outcome indicators over the next several years. This could leverage and better align grant funding among foundations and streamline funding and reporting processes for nonprofits. Such efforts could enable foundations and nonprofits to create baseline data from which to monitor impact over time toward common goals.

**Table 9** examines key characteristics of the top nine funders that also supported UWEM partner agencies. These are listed in descending order by the total amount of grant funds awarded from 2011-2015 and detail total grants awarded, average grant size, and number of partner agencies funded. The table also divides 2011-2015 grant award total by five years to estimate the average amount of grant funding awarded by each funder in the geographic area annually. For comparative purposes, the final column indicates the total dollar amount of all grant awards (including but not exclusive to the five-county UWEM service area) during the most recent fiscal year reported.

	Grants to UWEM Service Area Geographic Areas 2011-2015					Total Grants Awarded to All Geographic Areas
Grantmaker	Grant Award Amount	Total Grants Awarded	Average Grant Size	UWEM Partner Agencies Funded	Estimated Average Grant Funding Awarded Annually	Total One-Year Giving (Most Recent Fiscal Year Reported)
United Way of Eastern Maine	\$8,144,312	246	\$33,107	34	\$1,628,862	\$1,956,333
John T. Gorman Foundation	\$5,331,723	37	\$144,101	8	\$1,066,345	\$6,913,338
Stephen and Tabitha King Foundation, Inc.	\$1,714,000	42	\$40,810	9	\$342,800	\$2,842,000
Maine Health Access Foundation	\$1,596,271	44	\$36,279	4	\$319,254	\$3,417,942

**Table 9: Maine-based Grantmakers Providing Grants to UWEM Partner Agencies** (Source: Foundation

 Directory Online 2016)

The Maine Community Foundation, Inc.	\$1,203,164	166	\$7,248	17	\$240,633	\$24,361,131
Elmina B. Sewall Foundation	\$1,027,651	18	\$57,092	2	\$205,530	\$6,677,665
Bangor Savings Bank Foundation	\$131,000	17	\$7,706	12	\$26,200	\$661,410
TD Charitable Foundation	\$52,000	13	\$4,000	4	\$10,400	\$17,293,191
Lois M. Gauthier Charitable Trust	\$14,500	6	\$2,417	2	\$2,900	\$17,750

### Maine-based Grantmakers Providing Grants to Other Area Nonprofits

While the foundations noted in **Table 10** did not provide grant funding directly to UWEM partner agencies, they did fund other providers in the area. Some foundations listed in these tables have provided modest grants, but have a demonstrated commitment to the area and have annual giving amounts that suggest opportunities for targeted grant requests. Conversations and engagement with these funders could expand understanding of other key nonprofits and could serve as potential funders for UWEM agencies in future cycles.

## Table 10: Maine-based Grantmakers Providing Grants to Other Area Nonprofits (Source: Foundation Directory Online 2016)

Grantmaker	Grants	Total Grants Awarded to All Geographic Areas			
Grantinaker	Grant Award Amount	Total Grants Awarded	Average Grant Size	Estimated Annual Grant Award Total	Total Giving (Most Recent Fiscal Year Reported)
Emanuel & Pauline A. Lerner Foundation	\$166,000	3	\$55,333	\$33,200	\$715,766
Hattie A. and Fred C. Lynam Trust	\$122,800	5	\$24,560	\$24,560	\$266,802
Hannaford Charitable Foundation	\$50,500	2	\$25,250	\$10,100	\$1,289,043
Maine Women's Fund	\$10,000	1	\$10,000	\$2,000	\$80,000
Edward E. & Hilda C. Rosen Foundation	\$5,500	2	\$2,750	\$1,100	\$124,950

UWEM also reviewed information provided on Foundation Directory Online, grantmaker websites, annual reports and other publications to begin to identify predominant areas in which these funders committed resources. While the data presented in *Table 11* is qualitative in nature, it suggests a need

for additional research to be completed during Phase 2 to quantify the issue areas most frequently and least frequently addressed by Maine-based funders.

Issue Areas Most Frequently Noted	Issue Areas Least Frequently Noted
Educational Advancement	Mental Health Care
People & Families in Poverty	Oral Health Care
At-Risk Youth	Aging-in-Place/Seniors
Primary and Preventive Health Care	Affordable Housing

 Table 11: Issue Areas (Source: Foundation Directory Online 2016; Grantmaker Publications)

During Phase 2, UWEM will work with these funders to better quantify areas of commitment and gaps in funding for key community needs.

### **Common Measures**

As noted in the barriers section, UWEM spoke with a variety of people about the work their organizations are doing to address the needs and overcome barriers. The interviews also provided data and guidance for moving the community toward the development of common measures.

A key finding was that 100% of interviewees agreed to continue the conversation with UWEM as it moves toward common goals and outcome measures.

All respondents interviewed recognized the value of this work, but as noted in the barriers section, have struggled to find the resources or time to give this issue the attention it deserves. UWEM will work to position itself to help move that initiative forward, with its strengths as a community convener and its relationships with nonprofit agencies, businesses and foundations.

### Conclusions

This Phase 1 report helped UWEM define the most common community issues and open conversations with other stakeholders addressing these issues. UWEM has embarked on a process of assessment that will result in a more inclusive and comprehensive response to some of the UWEM service area's most persistent and pressing needs. The data presented here suggests the following broad conclusions.

- The research suggests that education, income, and health are the right areas of focus
- While the data presented here lays the foundation for common understanding of needs, continued research is necessary to better understand the community's collective response and progress toward "moving the needle" on the most pressing issues
- Two key themes emerged on type of funding: funding and initiatives that serve as a critical safety net of services to help people meet basic needs and those that help people move out of poverty
- Other key funders are committed to development of common outcome measures and want to continue the conversations on ways to work more collaboratively
- UWEM is well positioned to play a unique role in moving collective impact forward in the fivecounty service area

### Appendices

### Appendix A: References

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### Appendix B: List of Grantmakers

(Source: Foundation Directory Online 2016)

### Note: Maine-based Grantmakers are noted in bold text.

Grantmaker Name	Funder State
Bangor Savings Bank Foundation	ME
Barr Foundation	MA
Bessie I. Whitney	RI
Boston Foundation, Inc.	MA
Cardinal Health Foundation	ОН
Carl E. Danforth Fund	RI
Clarence and Anne Dillon Dunwalke Trust	NY
Doree Taylor Charitable Foundation	MA
E. Rhodes & Leona B. Carpenter Foundation	PA
Edward B. Mears Trust	PA
Edward E. & Hilda C. Rosen Foundation	ME
Elmina B. Sewall Foundation	ME
Emanuel & Pauline A. Lerner Foundation	ME
Frances Hollis Brain Foundation, Inc.	GA
Gannett Foundation, Inc.	VA
GE Foundation	СТ
George J. & Theresa L. Cotsirilos Family Foundation	ME
Gilder Foundation, Inc.	NY
Hannaford Charitable Foundation	ME
Harold Alfond Foundation	ME
Hattie A. and Fred C. Lynam Trust	ME
John S. and James L. Knight Foundation	FL
John T. Gorman Foundation	ME
KeyBank Foundation	ОН
Leonard C. & Mildred F. Ferguson Foundation	ОН
Lois M. Gauthier Charitable Trust	ME
Maine Health Access Foundation	ME
Maine Women's Fund	ME
Margaret E. Burnham Charitable Trust	ME
New Hampshire Charitable Foundation	NH
Palace Head Foundation, Inc.	MA
Ploughshares Foundation	IL
Rochester Area Community Foundation	NY
Rudolf Steiner Foundation, Inc.	CA
Sam L. Cohen Foundation	ME
Stephen and Tabitha King Foundation, Inc.	ME
Surdna Foundation, Inc.	NY

Grantmaker Name	Funder State
TD Charitable Foundation	ME
The Annie E. Casey Foundation	MD
The Bank of America Charitable Foundation, Inc.	NC
The Bingham Program	ME
The C. F. Adams Charitable Trust	MA
The Flatley Foundation	MA
The Harry and Jeanette Weinberg Foundation, Inc.	MD
The Iberdrola USA Foundation, Inc.	ME
The Maine Community Foundation, Inc.	ME
The Moosemoss Foundation	MA
The People's United Community Foundation, Inc.	СТ
The Pfizer Foundation, Inc.	NY
The Philadelphia Foundation	PA
The Sherman Fairchild Foundation, Inc.	MD
The Sunshine Lady Foundation, Inc.	NC
The TJX Foundation, Inc.	MA
The Wal-Mart Foundation, Inc.	AR
Tides Foundation	CA
Vanguard Charitable Endowment Program	MA
Verizon Foundation	NJ
Wells Fargo Foundation	CA
William Bingham 2nd Betterment Fund	NY
William C. Bullock Family Foundation	СТ

### Appendix C: Funder History and Mission

(Source: Foundation Directory Online and Foundation websites and publications, 2016)

### Maine-based Grantmakers Funding UWEM Partner Agencies

Foundation	History	Mission
John T. Gorman Foundation	The foundation was created in 1995 by Tom Gorman, a grandson of L.L. Bean. The foundation's focus on strengthening families reflects Tom Gorman's recognition that his personal success and achievement were largely derived from the support provided to him by his family and community, as well as his desire to provide those less fortunate with opportunities to succeed.	To advance ideas and opportunities that can improve the lives of disadvantaged people in Maine.
Stephen and Tabitha King Foundation	The foundation was created in 1986 by author Stephen King and his wife, Tabitha to give back to their communities.	To provide support for Maine communities with respect, integrity, and consideration.
Maine Health Access Foundation	MeHAF was legally incorporated in April, 2000 following the sale of Blue Cross Blue Shield of Maine to Anthem. This sale provided \$82 million that served as the foundation's initial endowment.	To promote access to quality health care and improve the health of everyone in Maine.
The Maine Community Foundation	The foundation was established in 1983 and has distributed more than \$250 million in grants and scholarships. The foundation also provides investment services for more than 200 organizations.	To promote active philanthropy by stewarding charitable funds and making effective grants.
Elmina B. Sewall Foundation	The foundation was created by Elmina Sewall in 1982 and based in Kennebunk. For the past six years, the Foundation supported programs and organizations throughout Maine engaged in three broad categories of activity: Animal Welfare, Environment and Human Well-Being.	To improve the well-being of people, animals and the environment while fostering relationships that strive for social equity and community resilience in Maine.
Bangor Savings Bank Foundation	The Bangor Savings Bank Foundation was created in 1997. Today, the Bangor Savings Bank channels all major charitable contributions from the Bank through the Foundation's grant- making process.	To improve the health, education, culture, and economy of our state. We are committed to making Maine an even better place to grow up in and put down roots in.
TD Charitable Foundation	The Foundation was created in 2002 to support and help the surrounding community and partner with area non-profit and public institutions.	To create meaningful change and improvement in our communities.
Lois M. Gauthier Charitable Trust	Established in 1992 and based in Bangor, provides grants in health, housing, and human services,	Not available

### Maine-based Grantmakers Providing Grants to Other Area Nonprofits

Foundation	History	Mission
Emanuel & Pauline A. Lerner Foundation	Mr. and Mrs. Lerner loved Maine, and they were frequent visitors to the state. The Lerner Foundation was established in memory of Emanuel and Pauline A. Lerner, philanthropists and owners of a successful business in the Washington, D.C. area.	To further opportunity for the citizens of Maine through equal opportunity and social mobility.
Hattie A. and Fred C. Lynam Trust	The Trust was established in 1942 with assets from the Fred C. Lynam Estate totaling \$189,921.06.	To support the charitable, religious, and educational organizations which are particularly beneficial to and advantageous for the people of Mount Desert Island and to keep pace with the ever changing charitable needs of the Island as a community.
Hannaford Charitable Foundation	The foundation was created in 1994, and over the past 20 years, has given over \$14 million to support nonprofit organizations.	To invest in creating and sustaining healthy communities in the five-state area of our business through providing financial support to nonprofits and programs that focus on improvement of the root causes impacting the quality of life for customers, associates, and neighbors.
Maine Women's Fund	The fund was created by a group of Maine women, in 1988, to make a significant difference in the lives of Maine women and girls through philanthropy.	To transform the lives of Maine women and girls through strategic grantmaking, community engagement and support to nonprofit organizations dedicated to social change.
Edward E. & Hilda C. Rosen Foundation	The foundation was established in 1993 in ME.	Unknown